Towards Sustainable Transport in Europe
An Overview Policy Making Process in the European Union, Sweden and Croatia

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Abstract

In this thesis the importance of the environmental policy making process has been regarded in relation to the transport sector sustainability achieving. The policy making is regarded as the crucial base for the successful policy implementation and consequently improved quality of environment. The possible tool in reaching the sustainable transport development would be through integration of environmental aspects into the transport policy. The process has been analysed on the European Union level, Sweden, as a Member State, and in Croatia, as one of the Central and Eastern European countries aiming for the membership in the EU. It has been found that the pattern of present problems is similar in all three cases. In order to overcome the current trends, further development of the present programmes and plans has to be supported and in this sense the EU would have a crucial role based on its combination of supranational and intergovernmental character.
Executive Summary

The policy making process is regarded as the crucial step towards the improvement of the quality of environment through the successful policy implementation. In recent years, the concept of sustainable development is a precondition in shaping the appropriate strategies. Recent research has emphasised the extent of environmental degradation that is caused by the transport sector and that the transport share has a trend of further increase in future. Therefore, this study attempts to analyse the importance of policy making process in relation to the transport sector more sustainable modification. The hypothesis is that the successful integration of the environment into transport sector in all three cases is possible through dedicated and suitable involvement of all the relevant actors in the policy making process.

One possibility of reaching the sustainable development is by integrating environmental aspects into sectoral policies, in this case transport sector. In the past years, actions undertaken have resulted in the transport sector being the most successful one in relation to other EU priority sectors, which if far from being satisfactory in any sense.

The European Union has a unique authority position, being supranational and intergovernmental body, when it comes to the integration of environment into other sectoral policies. It uses its powers and mandate to introduce, promote and enforce necessary actions. The EU Member States might use their presidency mandate or co-operate in order to push the integration issues on the EU agenda.

Certain members of the EU have dealt with the integration issue nationally, which is the case of the Swedish European Environmentally Sustainable Transport Programme. The EST Programme is specific in its character since it was the first attempt to deal with the integration of environmental aspects into transport policy through the active involvement of all the interested parties, namely state transport administrations and private sector. The experience from that programme has an impact on both future EU strategies as well as on the Central and Eastern European countries, that are candidates for the EU membership.

The Central and Eastern European countries, in the period of transition to the market economy, are to encounter the rapid economic growth. This will mostly be the case with the transport and industry sector, resulting in even more serious environmental degradation than it was a case till today. Croatia, along the other CEECs, should appropriately and timely deal with transport sector growth in order to successfully overcome the problems that Member States are facing today. This has been regarded as difficult to achieve based on the present attitudes that the environmental requirements that are set by the CEEC present an obstacle to the further economic development to the growing economies.

It has been concluded through this study that the pattern of problems that occur on the EU, Member State or CEEC level is similar. The EU might have and should use its crucial role in promoting and supporting improvements and further development of the present programmes and plans of integrating environment into transport sector in future.
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Introduction

A possibility of overcoming a problem of unsustainable development would be through applying adequate policies. Although economic instruments are regarded as the successful tool in modifying this trend, there is a clear dependence on the governmental, non-governmental and other actors that are also involved in policy making. The EU and its member states, as well as other international actors, have been actively involved in the process of integrating environment into sectoral policies. For Central and Eastern European countries, including Croatia, being eager to join the EU in the near future, it is necessary to follow international developments in integration.

Transport has existed from the very beginning of the civilisation and has been developing ever since. Inventions, such as the wheel and motor, have shaped towns and countryside (Ponting, 1993). In the Fifth Environmental Action Programme of the European Union, transport is considered ‘vital to both our economic and social well-being’ (Commission of European Communities, 1993, p. 68). It has become the basis of the modern society and it is regarded as the necessary precondition of the future economic development. “Transportation is central to social and economic development, for individual mobility, social integration, trade and commerce” (United Nations, 2000). However, recent research has brought to the attention that the present transport structure and development have been proven to be inefficient, causing pollution and congestion, time and value consuming as well as damaging health and environment and, on top of all, causing economic loss. For this reason, transport sector is used as an sectoral example to explore what are present approaches and what would be future possibilities for less environmentally damaging developments.

Only in the last two years there is a clear commitment from the EU towards successful integration of environment into transport sector, as an approach to the sustainable transport development in Europe. Carefully aimed activities have been undertaken in the policy making process, which would include organisational and strategic ones. The establishment of the General Consultative Forum, a body with the aim of advising the European Commission in the implementation of the Fifth Environmental Action Programme, is just one of them (Statements on Sustainable Development, 1997). The European Commission has established a Joint Expert Group on transport and environment composed of representatives from all member states (European Commission, 2000, p. 34). Apart from that, the European Environment Agency, established only in 1994, assists the European Commission (EC) in tracing the non-compliance of the member states. It has the mandate of a monitoring agency as well as providing information essential for the environmental policy making (Connelly and Smith, 1999, p. 242; EEA, 1999a, p. 7). In the later years, the enlarged staffing made it possible for the EEA to perform research on environmental integration into transport sector, apart from its other activities, which is, in comparison to the achievements by other sectors, regarded as far more successful.

Sweden, as the EU Member State, refers to the process of integrating environment into transport sector through the national participants and in relation to the EU guidelines. In this sense, the special importance is given to the Swedish Environmental Protection Agency. It is the most important administrative body directly responsible to the Swedish Government, being the ‘a central state agency working for an ecologically sustainable society’ (Swedish Environment Protection Agency, 2000a). From 1997, SEPA has been engaged into a programme named EST – European Sustainable Transport. According to the research in this study, this programme has been mostly characterised as positive. It has been used as the base for more ambitious Euro-EST, promoting international engagement in the integration issue. One of the Programme’s advantages is that it includes other agencies involved into transport policy making, along with the Swedish Environmental Protection Agency. The upcoming Swedish presidency of the EU could be the impetus for the further promotion of this programme and it could be used as a base for other countries in developing their own plans and programmes for sustainable transport.
Croatia, a newly independent state, experienced the war period and currently transition to market economy. Croatia strives for the EU membership and in order to fulfil the requirements of joining the EU successfully, Croatia has to be engaged into careful assessment of the present environmental situation and planning of the future activities. The problem of integrating environment into transport sector is slowly reaching the national environmental agenda and should be treated appropriately to prevent the unsustainable development in transport sector.

1.1 Purpose of the study

The purpose of this study is to analyse the policy making approach when achieving integration of environmental aspects into transport sector. The integration relates to the inclusion of environmental aspects in the process of policy making: appropriate infrastructure and land-use planning, promoting necessary legal framework, raising of public awareness and participation as well as promotion of suitable technological and energy saving solutions. It focuses on three specific approaches of policy making: the EU, the member state, in this case Sweden, and Central and Eastern European country, Croatia.

Through the theoretical part on the current developments in the process of integrating environment into transport sector, certain conclusions will be drawn on necessary actions to make present approach more feasible and establish new ones that would lead to a greater success.

The following questions have guided the study:
- What type of policy making process does the EU practice and which EU institutional framework is required for that process as well as for integrating environment into the transport sector?
- To what extent does the Swedish Environmentally Sustainable Transport Programme follow the EU guidelines in integrating environment into transport sector and what have been its achievements and drawbacks?
- Concerning the enlargement of the EU, what are the implications for environmental policy making and integration of environment into the transport sector in the Central and Eastern European Countries?
- Finally, what are the current developments in Croatia in the environment and transport sector and what possibilities does Croatia have in achieving successful integration in future, based on the EU requirements for its future members and on the experience with the EST Programme in Sweden?

1.2 Methodology and Material

Methodology
The problem questions stated above have been analysed through the principles of the sustainable development to emphasise the importance of policy making actors and process in reaching sustainable transport through integration. In order to visualise the relations and dependence of identified actors, the method, which is called Causal Loop Diagram (CLD), is used. Theoretical and empirical material has been used as a base for the analysis.

Theoretical material
The principles of sustainable development have been used as the initial point of the policy making process of integrating environment into transport sector. The policy cycle, as an explanatory tool of the policy making process, was a base for underlying key actors in the process of policy making on all three levels. In defining the framework and relations in the policy making process, policy and legal documents as well as articles and books have been used as reference when studying the issue.

Empirical material
Empirical material has been used in the form of research that has been done on the issue of integrating environment into the transport sector. It comprises of reports, programmes, plans and documents issued by
European Commission, European Environment Agency, Swedish Environmental Protection Agency as well as Ministry of Environmental Protection and Zoning and Ministry of Maritime Affairs, Transportation and Communication of the Republic of Croatia. All documents have provided an insight on the current trends and developments in the process of integrating environment into the transport sector.

For better assessment and understanding needed for the analysis, certain number of interviews was performed with those involved in the policy making or assessment on the EU, Swedish and Croatian context. Therefore, a personal interview has been conducted with the official at the European Environment Agency and telephone with the official at the Swedish Environmental Protection Agency. Both officials are engaged in the policy making process of environment and transport integration. On both occasions prepared questions were used.

In Croatia, brief interviews have been conducted with the officials in the two main governmental institutions that are involved in the transport and environment issues, Ministry of Environmental Protection and Zoning and Ministry of Maritime Affairs, Transportation and Communications. Interviews in Croatia were less structured based on the difference in approach and current level of engagement in comparison to the EU or member state level.

1.3 Limitations of the study

The growing problem of integrating environment into transport and other sector in policy-making process has only been analysed in the recent years. The presently available material, which has been used in this study, is mostly coming from the governmental or official institutions, in the form of assessment documents on what has been achieved till now. This might cause the criticism that this analysis presents one-sided approach to the problem, since this study will draw only few conclusions from the material that has been published by the international non-governmental organisations (NGOs).

A certain amount of material as well as answers from the interviews that are in Croatian have been translated. Therefore, the study will use interpretations of the translated texts.

The study takes into consideration the environmental and economic relations only in the context of emphasising the importance of the policy making process actors.

1.4 Disposition

The thesis will be divided into four parts. First part gives the brief starting point for this study, the principles of sustainable development, policy cycle mechanism, and integration of environmental aspects into transport policy as one of the approaches to achieve the aim of sustainable transport in future. The other three parts are analysing the issue in three different frameworks in which policy making process takes place.

Second part tackles the role of the EU as an organisation or a body, presentation of its engagement and achievements as an international actor and challenges for the future involvement into solving the problem of integrating environment into transport sector.

The third part is the approach of the national state through the initiatives and actions undertaken in the process of integrating environment into the transport sector, emphasising the possibilities for improvement of the current policy making and future developments on the national level. This has been done through the EST Programme, which was initiated by the Swedish Environment Protection Agency.

The fourth part is an overview of the present relation between the EU and Central and Eastern European Countries in environmental issues, with an emphasis on the environment and transport in Croatia. It takes
into the account the institutional framework, past and recent developments in this sense and possibilities for future based on the experience of the Member state country, in the context of the possible EU membership.

The connection between all three cases and their analysis will be given in the Conclusion part in the end of this study.

2 The concept of sustainable development

The idea of sustainable development has emerged from the realisation that the natural resources are finite and that the only possible way of achieving sustainable development would be through modified attitudes, values and aspirations (Elliott, 1998, p. 180). The term sustainable development has often been used in the modern environmental politics. Through time it has become clear that the sustainable development is the product of the social, economic and environmental factors combined together. It should refer to the necessary needs of human population, where all the economic and social activities have to be confined by the environmental capacity. To appropriately assess the environmental capacity, scientific data is used. The certainty of data became controversial and has induced extensive discussion on the precautionary principle in the environmental policy making process, which had an impact on the policy making in the transport sector as well. The constant increase in the emissions from transport and the transport demand in the last decades is a sufficient indicator that additional efforts have to be made to address the problem of transport in relation to environment interests.

The term sustainable development itself has been misused, therefore criticised for its incomplete and vague definition or content and implementation (Elliott, 1998, p. 184). From the anthropocentric point of view, the growth and creative use of nature is seen as the only possible solution to overcome poverty, which is regarded as the cause of the environmental degradation and an obstacle to the sustainable development (Elliott, 1998, p. 181; Baker, Kousis, Richardson & Young, 1997, p.10; Mitchell, 1997, p. 27). It allows growth to overtake the poverty, disregarding that growth has a direct implication on the state of the environment (Elliott, 1998, p. 184), as it has proven to be the fact in the past. On the other hand, if one strives for the growth, to what extent it can be sustainable considering the increase in the human population and the pace of technological development. If the anthropocentric view of sustainable development is used in transport sector, it allows the growth while putting certain limitations to the technology and social organisation, resulting in the modifications in the physical transport organisation and in the transport demand. While some criticise the concept of sustainable development, others argue that it modifies traditional thinking when it comes to prioritising between economy and environment. The inclusion of environmental pricing and environmental costs is the crucial in this sense (Mitchell, 1997, p. 29) and it can be regarded as the “step forward”.

The issue of reaching the sustainable development has become a growing interest globally, for the EU as well. It has been a part of the EU environmental policy officially from the 1992, when the Fifth Environmental Action Programme was adopted. Among other issues, it pointed out transport sector as one of the priority areas for action. The aim of the European policy is to achieve the physical integration through the well-organised and developed transport network. A number of institutions on all levels is involved in the attempt to achieve the suitable policy that would collide with the idea of sustainable development. It is still regarded to be possible to do so, however, the major shift towards more appropriate strategies in the modern society development is necessary.

Sustainable development, when it comes to transport sector, is seen as the integration of environmental issues into the transport sector while considering economic and social aspects. Till now, there has not been a clear definition of sustainable transport on the international agenda. The EU structures are still engaged into finding a suitable definition and then approach to this problem. The hypothesis of this short study is that the
integration of the environment into transport sector on the EU, member state or CEEC level is possible to achieve through suitable approach by institutions involved in the policy making process. In this sense, a part of the definition of sustainable transport is that an overall mutual involvement in the policy making process is a prerequisite. Therefore, it could be defined as a dedicated support of institutional actors involved into the process of policy-making.

**Policy making process**

The process of environmental policy making could be divided into five phases of the policy cycle. The first one is the policy formulation, which comprises of problem identification and problem establishment leading to agenda setting. The policy is then recognised or chosen as the valid one and this part of the process is called legitimating. Legitimating is followed by the implementation phase of the set policy. Through the evaluation process, the achieved results from the implementation phase are analysed and modified accordingly. This is done by both governmental or intergovernmental authorities as well as environmental organisations. The policy cycle principle is used as a base for the CLD.

The issue of integration of environment into the transport sector is relatively new and in practice it is mostly limited to the first two phases of the process – problem formulation with agenda setting and policy formulation. It is done on the EU and national level. According to the results, recommendations will be drawn for Croatia in the sense of necessary steps and type of strategy that has to be undertaken.

The Causal Loop Diagram presents the theoretical relations in the policy making process in the EU and in relation to the Central and Eastern European Countries in order to achieve the successful integration of environment into transport sector in Europe.

![Causal Loop Diagram](image)

**Figure 1: The Causal Loop Diagram**

The quality of environment has been influenced by the extensive human activities in the process of transport development. Research that is performed and scientific knowledge gained leads to the increased number of problems identified. The problem identification is the necessary precondition for the raising policy identification on the EU level. This phase has been influenced by the principles of the sustainable development. Based on raised number of polices that are identified, the rate of the established EU policy
increases and it has impact on both member states and candidate countries. On the EU level, agenda setting is increasing, resulting in the raising member state agenda setting and increased policy implementation. It has the impact on the quality of environment, which increases. This creates the balancing loop. The quality of environment also presents a base for the increasing member state policy evaluation due to the successfullness of the implementation on the member state level and changes in the environmental quality. This evaluation induces new rise in the policy identification phase. This is reinforcing loop. The third loop is related to candidate countries, where increased EU environmental agenda setting leads to the increased and intensive Accession negotiations on environmental issues, resulting in the increased CEEC environmental agenda setting and increased rate of policy implementation. Consequently, it would increase the quality of environment. This presents the balancing loop.

3 The European Union

3.1 The character of the EU environmental policy making

Supranational character
The EU could be regarded as a supranational body or organisation (Connelly and Smith, 1999, p. 218). In the international arena, the EU represents the entity, fifteen members, when signing the documents and making agreements e.g. on the reduction of carbon dioxide emissions. However, through its functioning, it is obvious that the crucial decision making body is the Council of Ministers (Connelly and Smith, 1999, p. 220; McCormick, 1999, p. 97), which clearly defines an intergovernmental character. It is made up of one representative from each Member State and meets twice a year. Consequently, the EU is a combination of supranational and intergovernmental body. According to some authors, agenda setting is mostly induced by international actors relying on the scientific proof, while decision making process is more intergovernmental and represents national interests (Hey, 197, p. 179).

Treaties and SEA
After the World War II, the European Economic Community (EEC) was created on the basis of the economic co-operation. The environmental issues emerged later from the economic activities and market competition on local level since some of the member states had lower environmental standards (Connelly and Smith, 1999, p. 226). In 1957, the Treaty of Rome, in its Article 2, emphasised the right of every citizen of EEC to ‘an accelerated raising of the standard of living’ (Treaty Establishing the European Community, 2000). However, there was no independent environmental legal basis (Connelly and Smith, 1999, p. 227). Until 1987, there was about 200 pieces of legislation that covered pollution problems. At that time, the Single European Act (SEA) was introduced, as a clear response to the growing economic problems that the Community has encountered, namely economic stagnation, inflation and unemployment (Kirchner, 1993, p. 42). Through the SEA, six policy areas were outlined, including environment. According to SEA, the European Commission should demand scientific and technical data before specific action is taken (Kirchner, 1993, p. 50). This was a step towards sustainability, a new approach to the social and economic development without deteriorating environment, pointing out the precautionary principle – “We can not afford to wait and be wrong!” (Commission of European Communities, 1993, p. 49). In addition, three new articles were added into the EEC Treaty under a new title Environment, which finally meant that the EU environmental policy making was legitimate and that environment is a component of other Community policies (Wurzel, 1995, p. 182; Kirchner, 1993, p. 50). From then on, the environment had its own place on the Community agenda, which later was strengthened by the Maastricht Treaty in 1993. The part of the text in the Article 2 in the Treaty of Rome was then replaced by ‘sustainable and non-inflationary growth respecting the environment’ (Treaty Establishing the European Community, 2000; Commission of European Communities, 1993, p. 48). As stated in the Treaty of Amsterdam in 1997, the requirements that environmental protection has to be included into other policies of the European Community have been stressed along with principles of
sustainable development (Connelly and Smith, 1999, p. 240). This became the basic guideline for the EU environmental policy.

The European Commission's powers are extended under the SEA with a right to initiate legislation in the area of environment and the Council of Ministers is able to directly implement its powers in specific cases (Kirchner, 1993, p. 53). Apart from putting environment forward, the SEA also introduced the qualified majority voting (Kirchner, 1993, p. 53; Wurzel, 1995, p. 188), which made the process of decision making easier. According to the Article 130s of the Maastricht Treaty, qualified majority voting is applied for environmental matters, with few exceptions as fiscal measures when unanimity is still required for decisions on environmental taxes, (Wurzel, 1995, p. 189). It became evident that environmental issues could be promoted and dealt with in a more efficient way.

Through the Maastricht Treaty, it has been realised that it is necessary to introduce a new approach. Till then, it was only regulatory environmental legislation ('command and control approach') and it later became a mixture of policy instruments, including market ones (Wurzel, 1995, p. 185). Since the EU was originally established for economic co-operation, that starting point largely influences other policies, including environment. There is a certain number of characteristics that mark the environmental policy making in the EU. Those are the economic considerations and implementation on a national level and a clash between the environmental policy and other policies (agriculture, transport or tourism e.g.). In addition, present status does not imply that the environmental standards in the EU will improve, since levelling down might be necessary to achieve and preserve desired economic growth (Connelly and Smith, 1999, p. 233).

**Presidency mandate**

Every six months, countries exchange their position of the presiding of the EU. While holding their presidency, Members have an impact on certain policies, which are considered relevant. For instance, Denmark's interest in the environment resulted in the demands for regulation in the area of curbing motor emissions (Kirchner, 1993, p. 101). In the light of growing environmental problems during 80s, such as Chernobyl, Seveso accident, acid rain, climate change, some of the areas became the priority action for presidency – water pollution, disposal of dangerous waste and the ozone layer. Yet, all the efforts were only reactive and could hardly be regarded as an official environmental policy.

A number of Member states could be used as a driving force for modifications in the policies made in the future. This would especially be the case during the presidency mandate period, when those countries are able to set the agenda to be discussed according to their interest.

**Implementation of the EU environmental policy**

The EU environmental policy or legislation is set mostly in the form of directives that are binding with regard to the result that have to be achieved by the member state. Directives are translated into national legislation, while the implementation methods lay on each country to be chosen individually (Connelly and Smith, 1999, p. 223). Many times it has been argued that the environmental legislation or policy making is influenced by the economic interests and that it has not been changed through the SEA either (Wurzel, 1995, p. 185; Connelly and Smith, 1999, p. 233). There is an insecurity that the environmental policy will improve from the standards that exist now. Occasionally, they would have to be disregarded for the economic development (Connelly and Smith, 1999, p. 233). As it has been proved many times, two main constraints of the EU policy making and legislation are the process of monitoring and process of implementation. For this reason, the European Environment Agency (EEA) assists the European Commission (EC) in tracing the non-compliance of the member states (Connelly and Smith, 1999, p. 223). In the EC DG XI (today DG Environment), the Implementation Unit has been established with the aim of better control of the implementation process. On the other hand, the EC does not have the uniform method for assessing implementation. It depends on the reporting system by the member states themselves, where large responsibility lies on the institutions involved on the national level. This is in many cases partial and varies
in quality. The Fifth Environmental Action Programme (5EAP) and the Directive 90/313 on Free Access to the Environmental Information might improve the situation (Connelly and Smith, 1999, p. 224). They allow the individuals, groups and citizens to influence the reporting quality and to be a part of the ‘shared responsibility’ for the environment.

Many member states have a poor performance regarding the implementation of the environmental directives (Wurzel, 1995, p. 189; Connelly and Smith, 1999, p. 233) and therefore might be charged for non-compliance by the Article 171 of the Maastricht Treaty. It has been argued that the Council in certain cases supports the loopholes in the implementation phase since the language of directives is vague. There is also a difference between the theoretical and practical implementation (Wurzel, 1995, p. 185), which presents a serious obstacle in reaching desired standards.

By the Article 100a in the EEC Treaty after the Single European Act, each member state of the EU has the right to adopt stricter national law then the one that the EU sets (Wurzel, 1995, p. 184), as long as they do not interfere with the principle of free competition (Kirchner, 1993, p. 50). This might be an indicator that the Acquis Communautaire (legal framework of the EC) does not apply in all cases and that there might be a difference between countries involved. Countries that are regarded as “pushers” should not and would not change their attitudes and regulations that are stricter than those in other EU member states. On the contrary, they are forcing those “lagging” countries to put more effort in reaching the new standards through pushing regulation on the EU agenda. The Netherlands, as well as some other Members, has stricter environmental legislation. Hence, the negotiations on policies and Community decisions might only present a problem for domestic policy goals (Liefferink in Andersen & Liefferink, 1997, p. 244). Based on that, it can be concluded that each member defends its national positions as far as environment is concerned in Brussels.

3.2 Environmental programmes and integration of environment into transport sector

As it was mentioned above, the Single European Act gave the common environmental policy a legal base in the European Community (Wurzel, 1995, p. 179). It was realised that it would not be possible to raise standard of living if environmental degradation continued. Therefore, the European Commission was asked to prepare the Environmental Action Programme, which comprised of the objectives, principles, priorities, commitments and some implementation measures that needed to be achieved (Wurzel, 1995, p. 179; Connelly and Smith, 1999, p.227). Although those programmes were not legally binding, they provided the policy framework for action of the European Community by giving policy direction from the near to medium-term future (Wurzel, 1995, p. 179).

The first two Environmental Programmes were mostly concentrated on the pollution control instead of prevention. In the First EAP, certain principles of the EU environmental policy were set which include:

- decision-making that takes into account the environmental effects as early as possible;
- member states and Community should act together to promote the international environmental policy and
- action should be taken at the appropriate level and national environmental policies should be co-ordinated and harmonised (Wurzel, 1995, p. 179).

It was only in the Third Programme that the integration of environment into other Community policies was emphasised as very important. The Fifth Environmental Action Programme (5EAP) has been specific for its holistic approach to environmental problems. Apart from general guidelines of the new approach to the development, through sustainability principle, it relates to certain sectors in which it is to believe that the general European Community policy, through its common approach (Wurzel, 1995, p. 190) might have a favourable impact. Although it would be easier to implement a top-bottom approach in this sense, the programme stresses that all the actors on all levels should be included into the process, proposing solutions on methods to achieve the aim (Wurzel, 1995, p. 190). The crucial sectors in the 5EAP are industry, energy,
transport, agriculture and tourism (Commission of European Communities, 1993, p. 55). For the first time, the Programme focused on certain sectors instead of environmental elements, such as air, water or soil. As Kronsell (1997, p. 193) argues, it has been obvious through time that there has been a resistance towards environmental ideas and actions and that 5EAP was a response on the constantly decreasing quality of the environment in Europe and poor results from the previous EAPs (Kronsell, 1997a, p. 188). It seemed impossible to a small Directorate General (DG) of the European Commission, as DG Environment is, to come up with the new programme each 5 years. Consequently, the tendency was to include other DGs in policy making and implementation phases. The lack of the 5EAP is that it does not propose institutional changes, which remain important in the medium term. According to that, the Directorate General for Environment or DG XI has changed it’s structure, especially after last year’s reorganisation of the European Commission and appointment of new commissioners. Today, Commission is divided into Directorate Generals according to policy areas and DG Environment is divided based on priorities – General and International Affairs, Integration Policy and Environmental Instruments, Nuclear Safety and Civil Protection, Environment Quality and Natural Resources, and Industry and Environment (European Union Official Site, 2000).

Many authors still consider that, apart from the policy making in general, the EU environmental programmes are subordinated to the economic interests, (Kronsell, 1997c, p. 111). One tends to agree with Kronsell that this is a major step for the European environmental policy since this programme is not based on the same principles others were and that the environmental activities have increased rapidly in the last 25 years. The positive aspect in the preparation of the 5EAP is that the European Commission’s DGs and interest groups were included (Kronsell, 1997c, p. 119). This idea of shared responsibility involves private sector as well as public (Kronsell, 1997c, p. 119), which might prove to be successful in the long run, creating a network with different attitudes and ideas towards defined problem. It has been pointed out that the individuals being a part of both the governmental and non-governmental institutions at the certain point, bring variety and different perspective in the process of policy making (Kronsell, 1997c, p. 121). Apart from that, knowledge and language (Kronsell, 1997c, p. 122) barriers might present an obstacle if not taken into the account. When it comes to the particular member states, even those that were not engaged in environmental issues, became actively involved (Kronsell, 1997c, p. 123), giving a better chance to the success of the 5EAP.

As it was stated in the Article 130s of the Maastricht Treaty, action programmes on environment have been given a new legal status. All the new programmes will be legally binding for the Member states, which was not the case till now. In the future, this might result in a greater dedication towards the implementation of policies. In this sense, there is a growing interest in the Sixth Environmental Action Programme (6EAP). Both member states and candidate countries are participating in its preparation, which might result in a document that is quite different than the 5EAP. According to the recent discussions, the 6EAP will present new approaches in solving environmental problems. It will stress again that the integration of the environment concerns into economic sector and other policy areas is the key tool in order to achieve environmental objectives and consequently sustainable society (Environment for Europeans, 2000b). The binding character of the 6EAP could be crucial in promotion and improved success in integrating environment into transport sector, therefore, it should be considered thoroughly.

**Transport**

Transport is considered as the major actor that contributed to the economic growth of the European Community (Commission of European Communities, 1993, p. 69). In the 5EAP, there were no specific targets for the transport sector and the objectives stated were not binding (Hey, 1997, p. 173), therefore, there was a reluctance to use the common approach. The focus on sectors requires strengthening of the cross-sectoral approach, more holistic one, leading to the integration of environment protection into other sectors (Wurzel, 1995, p. 193).

The issue of the appropriate modification of the transport sector development in the EU is extremely complicated since it depends on a number of factors. The transport sector has been regarded as the major engine for economic development of the European Community, since it enables the production and
distribution of goods and services as well as trade (Commission of the European Communities, 1993, p. 68). According to data in the 5EAP, the transport sector creates 9% of employment and 13% of GDP in the EU of 12 Members (Commission of the European Communities, 1993, p. 68). Consequently, it increased the competition of economy and scale of production.

Through the 5EAP, it has been realised that the sustainable transport policy could only be achieved if there was successful co-operation between the transport and environment considerations (Commission of the European Communities, 1993, p.68). It explicitly says that it is ‘essential to pursue a strategy aimed at reducing – or at the very least containing – the overall impact of transport on the environment’ (Commission of the European Communities, 1993, p. 68). Future activities in this sense must take into account the strategies for achieving ‘sustainable mobility’. One is to improve co-ordination in planning and investment into the transport infrastructure as well as to take into account the real costs or external costs of all the transport activities (Commission of the European Communities, 1993, p. 68). When the strategy for Common Transport Policy was made in 1992, it was efficiency oriented to be able to cope with the growing demand for transport maintaining the low costs by extending the infrastructure and improving capacity of the existent one. Environmental concerns were incorporated into this economic requirements only three years later (Hey, 1997, p. 175). Another issue is to improve the development and use of alternative modes of transport, such as rail, inland and sea navigation or combined transport, as well as to reduce the need for mobility (Commission of the European Communities, 1993, p. 68). Emissions and impacts on the environment would then decrease. Apart from that, the technological improvement of modes has to be one of the aims, not to mention the organisation of urban transport and change in the driving behaviour and usage (Commission of the European Communities, 1993, p. 69). In relation to the climate change problem, the Programme refers to transport sector in energy efficiency improvement and energy conservation measures without setting targets to be met (Commission of the European Communities, 1993, p. 76). The Programme points out, for the first time, that the responsibility to implement all steps towards the sustainable transport can be done only by the engagement of all levels of society. It also depends on the fact to what extent are those efforts combined with the measures (top-down approach) (Commission of the European Communities, 1993, p. 69).

In the European Commission’s reporting mechanisms, integration of environment into other policies might result in the loss of control over environmental concerns, which are then a part of other Directorate Generals (DGs) than DG Environment and a subject to their decision and judgement (Connelly and Smith, 1999, p. 231). In order to avoid the lack of control and appropriate planning, there must be an established system to deal with this problem and connection between DG Environment and other DGs.

In relation to public, one tends to agree that the information and education, as one of the horizontal measures, would not help achieving the sustainable transport unless no choice is available in the sense of the transport mode, location, time and condition (Commission of the European Communities, 1993, p. 69). The transport sector should be a part of the total planning mix – all the sector have to be taken into consideration to achieve success. A partial approach will not lead to the establishment or improvement of sustainability.

Certain suggestions of how to achieve the sustainability are given in the 5EAP – improvement of legislation, implementation, integration of policies, involvement of the public, environmental liability, involvement of the EEA and producing reports on implementation (Commission of the European Communities, 1993, p. 117). Past experience have proven that certain factors that were crucial for achieving sustainability were not present such as:

- policy coherence,
- narrow instruments,
- political decisions possible to implement,
- the EC legislation easily transferred into national legislation and
- management capabilities that would be suitable on all levels (Commission of European Communities, 1993, p. 115).
In the Programme, the idea of establishing the Consultative Forum and Implementation network has been introduced with the aim of improving communication (Commission of the European Communities, 1993, p. 115). It could be questioned if the aim was achieved and to what extent. Implementation network is supposed to be a tool for the exchange of information between national authorities and promotion of consistency in the application of policies that the European Community has put forward (Commission of the European Communities, 1993, p. 116). As in the SEAP, the non-compliance might lead to the action by the European Court imposing penalty payment, which would result in the corrective measures or incentive for action (Commission of the European Communities, 1993, p. 117).

Hey (1997, p. 176) argues that the supranational activities have never completely formulated environmental objectives or targets for transport sector and this might be the reason for policy being market oriented. The more sustainable approach to the problem that favours rail, combined transport and development of port infrastructure is less favoured then one would expect, while road transport is reinforced (Hey, 1997, p. 177). There is a gap between what is necessary and what has been achieved in practice, which would cause further creation of problems and, consequently, modification of the policy.

The Cohesion and Structural Funds of the EU support the development of the infrastructure in order to improve economic losses. The recipient countries are not required to make changes in their environmental policy; therefore they are, in most cases, put aside (Hey, 1997, p. 179). The infrastructure funding should therefore be limited or made according to the strict environmental standards (Hey, 1997, p. 193).

During the Council meeting in Helsinki in December last year, the Report to the European Council on integrating environmental concerns and sustainable development into Community policies has been presented by the European Commission (Commission Working Document SEC(1999) 1941 final). The major obstacle of the integration process, as Commission states, is the lack of planning when measures should be put on, lack of indicators to monitor the rate of success and that the issues should be viewed holistically in order to deal with the problem appropriately (Commission Working Document SEC(1999) 1941 final). Another issue is the development of the long-term environmental targets for the sector (Commission Working Document SEC(1999) 1941 final), that are proposed to the Council, but still have not been adopted. The Commission proposes that the exchange of the experience is crucial in this process, both in the administration and policies as well as in defining indicators (Commission Working Document SEC(1999) 1941 final).

It has been stressed in the Report that one of the major issues to be tackled is the climate change while improved energy efficiency, in fuel usage and quality as well as emission standards, is supposed to be the key to the improvement (Commission Working Document SEC(1999) 1941 final). However, the importance of a total shift in the transport sector, from the planning phase to the implementation, was not considered as the urgent one although emissions from transport have a growth trend as well as the share of road transport compared to other transport modes. The EEA publication of the ‘Transport and Environment Reporting Mechanisms, TERM’ has been regarded as the positive example of the system that could be adapted constantly, depending on the findings in the annual reports that will be submitted (Commission Working Document SEC(1999) 1941 final). The present Integration Strategy for transport sector will be revised in June 2001. It will consider the long and intermediate term targets, role of environmental administration and the difference between Member states when it comes to the implementation of the Strategy (Commission Working Document SEC(1999) 1941 final).

3.3 The role of the administrative bodies in the EU in agenda setting and formulation

The policy making in the EU is regarded to be complex for three main reasons:
- the institutional structure of the EU is far more fragmented than any national one;
- tools that are available are limited and
the EU agenda is large considering the number of issues that are dealt with through 15 different policy approaches that need to be co-ordinated (Liefferink and Andersen, 1997, p. 16).

The EU common policy making is in such a way that the Council of Ministers and its subsidiary bodies have the most influential role. The qualified majority voting has enabled the Council to be more efficient and influenced the higher frequency of the environmental issues on the agenda, based on the individual state powers (Liefferink and Andersen, 1997, p. 20) and the coalitions are more likely to be successful than ever before. In the country itself, the usual method of policy enforcement is through legal means and later economic measures.

The whole EU network is composed of various actors that have an impact on the policy making. Member state governments, Commission, Council of Ministers, European Parliament and private actors together are a part of the process, yet with different responsibilities (Liefferink and Andersen, 1997, p. 18).

The Commission does not always prove to be impartial or united. It often has to modify its opinions or decisions based on the support from member states or even between Directorate Generals that have different stand on the certain issue (Liefferink and Andersen, 1997, p. 22). The role of the Parliament lies mainly in the co-decision procedure that is, after Maastricht Treaty, applied in almost every environmental issue. In private sector, the most important are those actors that policies refer mostly to – industry and environmental organisations (Liefferink and Andersen, 1997, p. 22). They do not have a major role in environmental policy making, yet they influence the formal process through member state governments, European Commission and the European Parliament (Liefferink and Andersen, 1997, p. 22). The environmental organisations have information and expertise as well as public support for their actions. It has been argued that they have been proven to be more efficient on the national level then the EU level (Liefferink and Andersen, 1997, p. 23). In Figure 2, the relations between various actors are presented.

The right of the European Commission is to initiate new legislation or policies on the EU level, and yet, its legal resources are limited. It has to be objective as well as defend and present common interests of the EU based on the knowledge and expertise, having a unique position in the centre of the EU decision-making structure (Liefferink and Andersen, 1997, p. 21, Kronsell, 1997c, p. 125). The European Commission is divided into Directorate Generals that are, after the reform last year, responsible for certain areas or sectors. Both the Directorate General Environment and the Directorate General for Transport and Energy have mandate to deal with the integration of environment into transport sector. The opinion of the Commission is not the final one, since the Council of Ministers might follow it or overrule it after Commission presents its findings. It gives the opportunity to national representatives to obstruct the agenda setting or policy making.
in favour of national interests (Kronsell, 1997c, p. 125). Still, Council was less reluctant to take into the account the Environmental Action Plans since they were not legally binding and did not have to be directly implemented at the national level (Kronsell, 1997c, p. 125). This probably will not be the case in future; therefore it might bring about a change in the functioning of the Council when it comes to the environmental issues.

In the analysis of the initiation of the new policy, it has been concluded that the European Commission cannot be the sole actor and that member states are in the most influential position, especially if politically and economically strong (Liefferink and Andersen, 1997, p. 23). Therefore, the national co-operation and coordination that includes not only state institutions, but private sector as well, could be crucial in this sense since it would push the EC to make a formal policy proposal (Liefferink and Andersen, 1997, p. 23). It is essential as well that the EC co-operates with the Environmental Committee of the European Parliament in order to achieve an effective alliance (Liefferink and Andersen, 1997, p. 24).

The Commission bases its decision making process on the firm scientific evidence, taking into the account the efficiency- and problem-oriented arguments and policy proposals (Hey, 1997, p. 180). The efficiency-oriented proposals have proven to be more favourable and supported (Hey, 1997, p. 180). Another approach that the European Commission maintains is the co-operation with the interest groups, such as environmental organisations (Hey, 1997, p. 180), trying to achieve the appropriate quality of policy proposal and to select the most appropriate one. On the other hand, the Commission lacks the ability to confront the European Council (Hey, 1997, p. 182), which is its major constraint.

Ministers of the member states are meeting according to the sector or subject that is decided on, they have a strong influence on the shape of the EU policy making a direct input into the decision making (Liefferink and Andersen, 1997, p. 24). This process should be taken into account when environmental issues are discussed. In this sense, ministers should be consulted and informed in advance and they should support for certain issues to be put forward on the EU agenda. Another obstacle in the member states is the lack of agreement nationally. This refers to the government, industries and environmental organisations. The specific parts in the policy making as well as the influence on the EU level might not be supported by all three sides in this context (Liefferink and Andersen, 1997, p. 29).

When it comes to the transport and environment issues, one might conclude that the lack of success in the environmentally suitable policy making is due to the strict division of sectors, when ministers of transport are the only ones negotiating the issues (Hey, 1997, p. 188). In certain cases, it has been proven that the cooperation is an important part of the policy success. Co-operation between the civil servants in the Member State and those in the European Commission or representatives in the EP and other European institutions from the same Member State is crucial for information channels and preparations of member countries for discussion on the EU level. The possible policy co-ordination (intergovernmental, national, through interest groups) is not exclusive but should be build upon each other in order to achieve the planned result. On the other hand, the EU civil servants are officially not supposed to be partial in their work while in practice those situations occur (Liefferink and Andersen, 1997, p. 25). Of course, the representatives from certain countries influence the work of the EU institutions based on their previous experiences and knowledge as well as through the thinking pattern for that specific country (Liefferink and Andersen, 1997, p. 25). The experience and more suitable approach to certain problems from the member states might prove to be crucial during the process of decision making.

As Liefferink and Andersen (1997, p. 31) argue that, based on the structure and work of the EU, it is hard to predict the future outcome of the EU environmental policy, since there is no clear strategic approach to it and in many cases it is subordinated to other issues. The Environmental Action Programmes only give the basic outline, and yet, the work does not have to be based on it and often it is not the case. Therefore, the EU environmental policy could be pursued only when many actors jointly push for improvements (Liefferink and Andersen, 1997, p. 31). Although Members have important legal, economic and political resources, a little can be achieved if there is no support from the European Commission. In this sense, the network
between the employees from certain member states plays an important role. Apart from that, the inter-institutional co-ordination is crucial based on the interdependence of public and private sectors on both the national and the supranational level (Liefferink and Andersen, 1997, p. 32).

In the 5EAP, the importance of the EEA is that it should provide the environmental information. It would then initiate co-operation between relevant bodies and administration since it should provide data for both member states and Community institutions (Commission of the European Communities, 1993, p. 102). This was the first time that the importance of having the universal data in one place was realised and brought to attention in order to improve policy making process in the future.

The aim of integrating environment into transport sector has been proven to be most successful among those prioritised in the 5EAP. This refers to planning and creating a policy framework. It attempts to find appropriate tools to assess what has been achieved till now and how to proceed in future. Apart from that, in the context of environmental integration in sectoral policies, as it was stated in the 5EAP and confirmed by the EEA and SEPA officials, transport is the most progressive one.

In the report made by the EEA, ‘Are we moving in the right direction?’, indicators show that the CO2 emissions from transport as well as the passenger and freight transport demand of the EU are growing, although passenger less than freight (European Environment Agency, 2000a, p. 15 & 45). This is the first report that has been made on the relevant indicators for the certain sector, grouped according to the relevant questions that vary from the physical to the policy making ones (EEA, 2000, p. 11). It has been broadly supported by the European Commission, national agencies involved in this work, environmental and transport organisations both on the EU level and national level. Since policy making is the mandate of the European Commission, the last group of indicators, ‘Management integration’, the Commission has firstly been regarded as inappropriate, according to the EEA official. It relates to the existence of integrated transport strategies in member countries, number of member states that have national transport and environment monitoring system, implementation of strategic environmental assessment in the transport sector, the adoption of environmental management systems in transport companies and public awareness and behaviour (EEA, 2000, p. 14). All these issues are relevant for further policy setting in the EU.

In future the EEA should continue providing information on environmental issues, transport as well. The role and mandate it has should be used to continue initiation of monitoring and assessing current achievements as well as to continue research on indicators.

On the whole, the horizontal and vertical co-operation on all levels and between institutions and individuals should be promoted in order to achieve set results. Member states should be taken into the account more than it was the case until now, since they provide with necessary experience and knowledge. The integration strategies shaped on the national level might be used as a base for the future development of policies.

Based on all the mentioned constraints in the existent structures that are crucial in the transport policy making, it can be concluded that the institutional reorganisation is necessary to improve this process in future (Hey, 1997, p. 192). In the recent years, the shift has been made from national to the EU level with the aim of enforcing certain measures, as well the need to have more efficient co-ordination between the states in order to be successful (Hey, 1997, p. 193). On the other hand, the subsidiarity principle has been promoted and it has to be carefully treated in order to forbid the decentralisation of the environmental measures (Hey, 1997, p. 193), which could lead to the disolvement of the environmental concerns.
The environmental issues have always had a special importance in Swedish politics. It was proven in the past that the environmental problems are not confined by the state borders, but should be an international consideration. Sweden is regarded as one of the forerunners in environmental policy making, trying to influence other countries to follow these ideas as early as late 1960s (Kronsell, 1997b). The first attempt to combine a number of environmental protection aspects was through the Environmental Protection Act in 1969. Even then it was composed of nature protection, energy, traffic and species conservation as well as physical planning, chemicals and toxins (Kronsell, 1997b).

Transport has gain importance in Swedish society as in any other. Today, taking into account the past experience when it comes to the environmental issues, one might find that optimism used in the Swedish Environmental Protection Agency’s brochure is completely unrealistic. Statements such as ‘sustainable transport can be achieved within a generation’ (Integrating ecology, 1999, p. 1) cause for immediate reaction. The recent figures show that the transport sector is not becoming sustainable, on the contrary, the predictions are that it will increase in Sweden as well as in other countries in Europe in the years to come.

In the first half of 2001, Sweden will hold the presidency of the EU. Consequently, environmental issues will certainly enter the EU agenda, even more after realisation that the French presidency has not bring any shift forward when it comes to environmental issues. In this framework, Sweden will not be too revolutionary in its action, but it will try to develop adjusted and deepened Transport Strategy, with a list of measures. This will be mostly a responsibility of the SEPA, as the official in the Agency stressed it. It will also focus on few issues and demand results. The countries that are traditionally regarded as inactive when it comes to environmental issues while facing serious problem of combining environment and transport, Spain, Portugal, Belgium and Italy, will be encouraged to participate actively in this process.
4.1 The relationship between the EC, EEA and Swedish Environmental Protection Agency

In the Swedish administration structure, the central agency when it comes to environmental protection and nature conservation is the Swedish Environmental Protection Agency (SEP A), being directly responsible to Government (Kronsell, 1997b, p. 51). It co-operates with other administrative bodies trying to implement decisions by Parliament and Government. Today, SEPA monitors, co-ordinates and provides information (Kronsell, 1997b, p. 52). SEPA is responsible for the environmental policy making and integration implementation as well. Apart from Sweden, other European countries have had to adopt certain measures and assess their own state of the integration through defining important key actors and steps required to meet set deadlines and values. Consequently, SEPA follows and is a part of international work as well, co-operating on European as well as global level. Nationally, Ministry of Environment is mostly engaged in the technical regulation, while SEPA is engaged in the policy making. According to the SEPA official, in the policies that are related to transport sector, SEPA is partially responsible to the Ministry of Industry, Employment and Communication since the agencies it closely co-operates with are the responsibility of that Ministry.

In transport sector, officials from SEPA are a part of the Joint Expert Group, established in the European Commission by the Directorate General Environment and Directorate General Energy and Transport. The role of the group is to prepare reports for the European Council, participate in defining guidelines for TransEuropean Network (TEN) and revise the Common Transport Policy. The transport sector reports that EEA published have been well planned and all the member states joined in their realisation. One representative from SEPA is a part of the European Environment Agency Board therefore contributing and influencing its work. When EEA has started the project Transport and Environment Reporting Mechanisms (TERM), which resulted in a report this year ‘Are we moving in the right direction?’ SEPA participated actively. It had its representatives in working groups, which were engaged into exploring if it was possible to implement the report nationally. The same process occurred with national agencies and bodies in other member states in order to assess the possibility of implementation. Consequently, SEPA organised workshops in Sweden that included all the major transport actors and resulted in a very positive feedback, a general attitude that it is possible to apply TERM, as SEPA official states. Some of the agencies have already adopted TERM and for some of the indicators results are positive so far. All the member states could consult guidelines from EEA when making their own. This especially refers to TERM project of EEA. Consequently, it is to expect that results will be favourable. Generally, there has been a low interest from the EU member states in the integration of environment into the transport sector (Hey, 1997, p. 185). Swedish regulation is mainly focused on the noise and emission level control while there is no clear guideline on the environment and transport integration. The only instrument to rely on is the ‘sectoral responsibility’, in which agencies have to report to the respective ministry on what they have achieved from the agreed targets. One might argue that those reports could be partial in their content, resulting in a vague presentation of the current state of progress in the integration process.

Apart from that, the involvement of experts from SEPA in various initiatives in the EC and EEA is an opportunity to influence and direct policy making in according to national experience, in order to improve environmental performance of the transport sector. It could be questioned to what extent that would be possible since officials are required to follow the guidelines from the Government or Ministry.

4.2 The Role of the Swedish Environmental Protection Agency in EST Programme

According to the instructions set by the Swedish Government, the main objectives of the Agency are to co-ordinate and improve environmental work, which has been done both nationally and internationally. This is done through promotion of sustainable development, making links with industry and trade, dissemination of information, promotion of the environmental policy implementation and its evaluation (Swedish
Environment Protection Agency, 2000a). The activities on transport and environment have started in 1994. At that time, eleven organisations, including car and oil industry, succeeded in making a common platform to achieve more sustainable transport, according to the SEPA official. All agreed on the problem issues and targets, which build the competence in the agencies for better performance in future.

Today, the team responsible for the transport policy making consists of the Swedish Environmental Protection Agency and Swedish National Transport Administrations: Civil Aviation Administration, National Rail Administration, National Road Administration, Maritime Administration, Transport and Communications Research Board and Institute for Transport and Communications Analysis (EuroEST, 2000). The administrations of all modes of transport therefore co-operate for the sustainable transport strategy. The present attitude by SEPA official is that all these agencies have reached the top in their efforts and sectoral responsibilities. When it comes to the evaluation of the actions undertaken until now by the state officials, it has been concluded that those agencies have achieved positive results on the national level. On the other hand, in the international policy making activities, they are reluctant to take initiative, which is mainly based on their dependence and responsibility to the respective ministry.

4.3 The EST (EuroEST) Programme

In 1996, Swedish stakeholders in the field of transport have made a joint programme and named it Environmentally Sustainable Transport system (EST), with the aim of the promotion of co-ordinated and integrated environmental efforts in transport sector (SEPA, 1999, p. 60). This programme has later become a crucial document in defining the goals and approaches for the European EST, named EuroEST. In the last decade, the Swedish agencies as well as car and oil industries worked under the project EST (Environmentally Sustainable Transport), setting targets that would make transport more sustainable (EuroEST, 1999). Targets relate to the areas of transport that cause most environmental damage: emissions, noise, landscape and life-cycle management (EuroEST, 1999). One could agree that the technological improvement of existing modes of transport is not the sole answer to the problem of achieving sustainable transport, but improved co-ordination between various modes as well as increased efficiency of present systems might assist to achieve it. The Swedish Government requires the Swedish National Transport Administrations to publish annual environmental reports since 1991 (EuroEST, 2000), clearly emphasising its engagement and concern for this issue. Reports should give an overview of the progress towards environmental targets when different modes of transport are concerned.

In 1998 another Programme started, named EuroEST. It was a continuation of the national efforts that have already been done in the EST Programme, as well as a response to the growing concern in the EU to find an appropriate joint strategy to achieve sustainable transport in Europe (EuroEST, 2000), mainly after the Council meeting in Cardiff in 1998 (EuroEST, 2000). In order to formulate the strategy, certain prerequisites are stressed:

- environmental objectives are equally important as social or economic ones;
- institutional changes are needed;
- strategic environmental assessments should be used;
- pricing should be utilised;
- follow up has to be planned and performed on the EU level;
- action is needed on the Community level (EuroEST, 2000).

In order to achieve all that is mentioned above, there are certain aspects that should be taken into consideration. All the relevant information has to be communicated, there has to be a clear co-ordination on all levels and among them and co-operation between authorities internationally (EuroEST, 2000). The current EU regulation has to be revised (EuroEST, 2000) to be compatible with the objectives of creating and maintaining sustainable transport in the Community.
It was decided that the state administration structures have to prepare strategies for effective environmental integration (EuroEST, 2000). The Swedish agencies are not only required to focus on the internal improvement of transport system, but on the international perspectives as well, realising that many problems are of international nature and cannot be solved nationally (EuroEST, 1999). The basic prerequisites of the Programme are set:

- to have long-term objectives that can be used as the starting point for integration of decisions made by politicians, companies, individuals or others and
- to establish co-operation between different stakeholders to achieve adequate competence in finding efficient measures (EuroEST, 2000)

When it refers to integration strategies, the programme emphasises that there has to be an institutional change in order to have a successful integration. Roles in environmental and sector authorities have to be changed, stakeholders have to be involved from the early stages through a new form of co-operation (EuroEST, 2000). It could be concluded that the future improvement of the current state is possible only if there is a shift from the present practices.

According to the principles of the sustainable development, environmental objectives in transport have to achieve equal importance as social or economic ones and it could be done through successful integration of environmental considerations into transport sector. For this reason, one must suppose that the EU level commitment has to be in place to achieve the joint step forward through equal standards, information and knowledge sharing as well as co-ordination on all levels. If all those prerequisites are set, the programme and its aims might be fulfilled.

It is mentioned in the Programme that the objectives and targets ‘could play a fundamental role in policy making’ (EuroEST, 2000). Although Swedish Parliament has adopted 15 environmental quality objectives for sustainable development on 28th of April 1999, it is doubtful that they would actually be crucial for future shift in transport development. They might be useful as the basic and general guideline for policy making, although they do not give any specific distinction how to achieve the sustainable transport, as they are too broad in their content. As far as transport sector is concerned, environmental quality objectives are limited to the clean air requirements or limitations on the levels of greenhouse gases (Swedish Environmental Protection Agency, 2000b). Of course, one must not neglect the fact that each and every country is specific in its conditions and its targets. Still certain decisions made by the European Community could be adjusted to all member states and in each sector (EuroEST, 2000). Based on the environmental quality objectives, a number of targets have been defined for the transport sector, which are highly specific in their character and measurable. It seems that only through quantified evaluation as well as time limitations certain conclusions or decisions might be made.

Objectives that are long-term are mostly preliminary and they are subject to a change based on the lack of knowledge or changing values or conditions of society (Swedish Environmental Protection Agency, 1996). Still, immediate objectives are necessary to indicate suitable steps towards set objectives. There is always a choice of measures and they all need to be assessed in order to decide which ones are the most efficient. The whole process of evaluating measures is then repeated with new ones.
The participants of the EuroEST Programme have agreed that sustainable transport could be achieved in about 50 years (Integrating Ecology, 1999). According to the SEPA official, indicators show that the growth rate in the transport sector in the EU is 3% per year. The underlying question is which would be suitable actions to avoid this trend and introduce means that would lead to the improvement. The position of the Swedish policy makers is that all the long-term objectives have to be set according to the possibilities of both nature and human society (Integrating Ecology, 1999), achieved through short-term targets that would be a “proof” that the sectoral development is moving in the right direction.

4.4 Implementation of EuroEST Programme — success or just an attempt?

As it was stated above, the issue of implementation has been proved to be controversial to many countries in Europe. Therefore, Sweden is no exception in this sense. Generally, EuroEST is regarded by SEPA official as successful mainly for fulfilling the basic aim to make a comprehensive and holistic approach when dealing with the integration of environment into transport sector, in order to find a suitable strategy to achieve sustainable transport. On the other hand, the international aspect of the Programme has not been that successful. The basic problem is in the mandate that the participants of the EuroEST have. Agencies are not used to being proactive and independent when it comes to new and progressive initiatives, which results in their reluctance and indecision to induce and present ideas and approaches, as it was stated by the SEPA official.

It should not be disregarded that on any level, environmental experts tend to agree when defining the problem and possible solutions to it. It is due to other interests or lack of knowledge and understanding that environmental issues are disfavoured. If an environmentally acceptable solution is adopted, consequently transport sector would have to compensate resulting loses. Transport sector itself is traditional and unlikely to adopt any major changes since it touches upon other parts of society, economic and social aspects. The issue is not to achieve an agreement but how to implement what is regarded as necessary.

EuroEST takes into account the transport sector as a whole, which is considered to be an advantage. On the other hand, agencies such as Swedish Road Administration or Swedish Rail Administration have often been regarded as “double-faced”. In the case of EuroEST Programme, it has been evident that an agreement with the environmentalists in the company does not necessary result in the action with an equal aim, as the SEPA official stressed. Therefore, it is political guidance or even more reluctance that is the major obstacle for the success of the Programme. It could be argued that the co-operation between agencies could not be regarded as an achievement if the implementation of agreed is never put into force.
Public participation has often been mentioned on the international level as necessary precondition for a successful implementation of any programme. On the other hand, SEPA considers the public involvement premature, that the appropriate moment would be when policy measures are implemented. Presently, it would only bring a greater confusion over objectives and targets that need to be addressed. On the other hand, the involvement of environmental organisations might modify policy measures in a sense that they are more likely to be regarded as feasible by public sector. That would lead to the greater successfulness of the Programme.

This Programme as it is will be continued with modifications in its character. Presently only three to five officials in SEPA are engaged in this Programme and other national and international initiatives regarding transport and environment. If additional support, both financial and technical, is not provided, it will be difficult to continue present actions or predict the future outcome of the Programme. The positive result is a network that has been established and would probably be maintained regardless of the future support.

Agencies that are involved in the Programme could use the possibility of influencing other agencies in other European countries to follow their achievements and aims in achieving favoured results not only on national but on international level as well. Nationally, agencies are too dependent on the respective ministries, which narrows their scope of work and their rate of success. It is, therefore, obvious that the clear political support is necessary for any positive results in this sense.

Through programme, the indicators set on the EU level, as well as other EU principles, should be transferred to national level and their implementation should be supported through all levels and all institutions involved in the issue. Sharing information and experience is crucial if the aim of sustainable transport in Europe is to be achieved.

5 Croatia, Central and Eastern European Country

5.1 Central and Eastern European Countries and Environment

When the communist regime in the Central and Eastern European countries (CEEC) collapsed, it became obvious to what extent the environment was neglected and deteriorated. Communism and socialism are anthropocentric in their philosophy, where human society is prioritised over nature, which should be shaped according to human needs (Ponting, 1991, p. 158). The basic idea was to induce and maintain industrial production that would ensure the prosperity of the working class. Apart from that, environmental consequences were highly damaging, but disregarded and it has not been considered that the environmental degradation would have a serious impact on human health. During the last decade, it became obvious to what extent industries have polluted seas, rivers, soil and air and that all those problems were not confined to national boundaries. It might be concluded that both Western market dominated economies and centrally planned ones in Central and Eastern Europe have similar attitude towards the natural resources and environment in general (Aage, 1998, p. 5).

The trade barriers are disappearing during the process of the creation of the free market and new members are about to be accepted into the European Union, economic growth is inevitable. Through the competition for resources and markets CEE countries attempt to reach the standard of living of Western European countries (Aage, 1998, p. 8). This will result in the growth of transport and consequently increased environmental pollution (Wurzel, 1995, p. 178). Many governments are reluctant to adopt the measures that would stop the environmental degradation considering them costly and burden and yet they do not present them as an incentive for higher competitiveness (Wurzel, 1995, p. 178).
Since there was growing concern about the pollution levels in the Central and Eastern European countries, they were participating on the 1992 Pan-European Conference on the environment in Dobris. During this Conference it was stressed that the quality and the amount of environmental data is needed (Wurzel, 1995, p. 196). Based on this concern, a financial support has been established for the CEE countries, in order to protect the EU itself from the serious environmental deterioration (Wurzel, 1995, p. 196). Although that assistance was primarily aimed at the economic reconstruction it later grew into assistance for other areas as well.

Driving forces for environmental improvement or degradation are specific for the Central and Eastern Europe. Countries have an opportunity to improve their attitude towards the environment through the fundamental changes in the society. On the other hand, the transition period has not been sufficiently influenced by the environmental protection consideration resulting in further environmental damage (Regional Environmental Centre for Central and Eastern Europe, 1994, p. 20). The positive outcome would be that the newly established democracy, market reforms that take environmental improvements into consideration as well as international competition would, in the long run, modify the western consumption patterns that have only recently been introduced to the CEE countries (REC, 1994a, p. 21).

According to the 5EAP, the co-operation with countries in the Central and Eastern Europe is of great importance. The political shift that occurred in those countries induced many issues to be taken into consideration, mainly referring to the approximation of laws or acquis communautaire. The information on the state of the environment finally became public, inducing concern and action from the European Community. Newly established governments put human health as well as the environmental protection high on the political agenda. Those problems are in many cases of transboundary character, such as water or air pollution, imposing a threat to the members of the European Union as well (Commission of the European Communities, 1993, p. 132).

When considering interest groups, one must not exclude one from the other, but think of them as a whole. They are the ones that have to co-operate and give improved strategies: national and local governments and politicians, businesses and trade unions, NGOs and consumers or general public (REC, 1994a, p. 27). One of the mentioned preconditions is that the decision-makers need to have appropriate knowledge and capacity to implement market-based solutions. In parallel, they need to inbreed the value of the environment to the society and give public responsible and proactive role (REC, 1994a, p. 32). Only in that case, improvements are possible.

The other important issue is the education in the environmental issues, especially of key actors that would disseminate the knowledge themselves, ensuring a self-sustainable process (REC, 1994b, p. 24). Apart from that, there needs to be a well-planned strategy on environmental education in order to specify needs and benefits that would be achieved. Education should not be limited for administration, management or legislation experts but for politicians as well, since they are the ones giving the last opinion on the issue (REC, 1994b, p. 25)

5.2 The process of accession

The European Community has regulated, among other issues, the environmental co-operation through the Europe Agreements, which are a framework of relations between the EC and CEE countries. Apart from that, the PHARE programme has introduced the environmental strategy from its start giving priorities and objectives, assisting specifically institutional and policy frameworks as well as transfer of technology, knowledge and information (Commission of the European Communities, 1993, p. 134). According to the 5EAP, the Community had to play an important role in raising the standard of environmental protection in CEE countries (Commission of the European Communities, 1993, p. 134). However, it is up to the national governments to use resources accordingly as well as to invest a certain amount of yearly state funds into
environmental protection. It is up to the private and public sectors to take responsibility and initiative, which can only be done if fundamental changes occur (Commission of the European Communities, 1993, p. 134).

The subject discussed recently is the enlargement of the EU to South and East, which has been argued differently. Maintaining the present level of the EU environmental protection or its improvement might be inhibited or decreased by the enlargement process. Pellegrin (1997, p. 55) predicts that the power relations as far as the environmental policy is concerned would be changed in the unfavourable way, since new members already have low environmental standards and strong urge for economic development. It could be concluded that the environmental policy process would stagnate if new members are taken into the EU and that it is up to the present member states to push forward legal means to avoid this scenario. Kronsell (1997c, p. 126) stresses the importance of the accession of new members in the future, which might bring a further deterioration of the environment if the problem is not politically solved in the first place, since financial assistance solely is not sufficient. The European countries that belonged to the communist block may present a pressure when environmental actions might be put aside for the economic development (Connelly and Smith, 1999, p. 235). On the other hand, one might assume that it would be a chance to practice the sustainable economic growth. It could be achieved by putting requirements for the future members to comply with the existent environmental standards combined with the activities that lead to the economic development.

While countries are applying for the membership, they need to fulfil certain requirements that are set by the EU. Still, their main aim is to regenerate the economy and actively participate in the European market, which will put aside environmental considerations. Apart from that, their capacity to adopt the strict environmental standards depends on the time factor. On the other hand, those countries, once they are members, will have a right to vote and they might block the environmental initiatives and through that slow the whole process of environmental protection (Connelly and Smith, 1999, p. 235). Based on the state of the environment in the CEE countries, it has become one of the most important issues to discuss before their accession to the EU, since it is not certain what kind of impact it would have on the present EU environmental policy. Still, one must not be too critical towards the candidate countries. If one makes the assessment of the state of the environment in the EU member countries, it is clear that there is deterioration as well. On the other hand, new members might benefit the EU with their rich source of biodiversity, parks and protected zones, improving the European environment generally (Environment for Europeans, 2000a, p. 3). The present environmental policy of the EU would have to be changed and adjusted to the future members as well (Environment for Europeans, 2000a, p. 4). Therefore CEE have been included in the creation of the Sixth Environmental Action Programme that will run till the year 2010.

Certain countries are reluctant in making changes while considering the environmental protection standards an inhibiting factor to the process of economic growth, which they find essential in order to keep up the pace with other countries in the EU (Environment for Europeans, 2000a, p. 3). This is especially important if one considers possible scenarios of economic development in future member states. Sectors such as industry and transport are most probable to develop, causing the additional threat to the environment. If the GDP growth in the economies of the CEEC remain 5-6% as they are today, it is to expect that the transport will be doubled in 12 to 15 years (Službeni list Republike Hrvatske, 1999, p. 4766). One might suggest that it will take a lot of time before Candidate countries realise that environmental considerations are a way towards the economic success instead of being an additional burden to be taken into the account.

Another issue that is important in the process of establishing and maintaining the standards of environmental protection in a candidate country is the issue of administration capacity, which needs to be strengthened and modified according to the newly set demands. Consequently, administrations need to be included into the international network of education and information exchange in order to improve their performance nationally.

When priority areas for Candidates are discussed with the high officials in the Directorate-General for Environment, sectors are not mentioned, while air or water pollution as well as nuclear safety are regarded as
crucial (Environment for Europeans, 2000a, p. 4). One could find this interesting since transport sector is increasing rapidly in candidate countries in the last decade and it will soon present a great problem. It is expected that the motorways will be constructed and that the present network will be developed further. Since there has to be a balance between building of the new transport objects and using the existent public network, a support is required by the EU to ensure that the more sustainable means are not lost. From the relatively active member state perspective, it could be concluded that the candidate countries are following the trend of transport growth that already occurred in the Western Europe. The attitude from the Member State official is that this trend is an irreversible. Negative aspects will be the road infrastructure growth, resulting in the higher emissions and congestion. Positive result might be the strengthened rail infrastructure that might modify and decrease the road transport share. Anyhow, in the long run, Central and Easter European countries would have to deal with the equal situation member states are facing today. If CEECs are to immediately do a shift in their transport policy and turn to more sustainable tools to achieve it, the question is what the appropriate example would be. When the EU funds or member state's funds are invested into CEECs, they are mostly aimed for infrastructure improvement and do not always follow the suitable tools or strategies to achieve the environmentally sound result. Consequently, the interest is more on the economic benefit that might be gained.

In September 2000, Candidate countries signed an agreement, to be ratified, that they would actively participate in the EEA, bringing numerous benefits in planning and policy making process. It would finally be possible to collect data and information on the state of the environment from the whole of Europe. Candidate countries will get the assistance in implementing environmental laws, monitoring system will be much more effective, standards could be improved and maintained (Environment for Europeans, 2000a, p. 6). Countries even have a chance to be financially supported by the EEA during the first three years, during which they should be able to establish standards of being capable to do the work on their own (Environment for Europeans, 2000a, p. 6). Still, they will not have a right to the formal vote when it comes to decision making in the Management Board (Environment for Europeans, 2000a, p. 6). This would result in the unequal attention to certain issues.

It is important for countries to understand that they can not rely solely on the EU funds when it comes to environmental actions. According to the Hungary’s pre-accession strategies, 2.5% of the national GDP will be used for water, waste disposal and air (Environment for Europeans, 2000a, p. 7) and careful planning might reduce those costs. The individual countries are responsible to make strategies on careful investment of funds in certain areas, taking into consideration that the environmental assistance is a part of the much broader projects.

The candidate countries stress that the major problem is that they are required to, in a very short period of time, achieve standards that member states had decades to achieve and in a much easier way (Environment for Europeans, 2000a, p. 7). There is an extremely high pressure on those countries, both in their human and financial resources. When it comes to decision making, other sectors have a priority over environment in receiving national financial assistance.

The issue of public participation in decision making is very important (Environment for Europeans, 2000a, p. 7) and could be achieved through the transparency and by including public in the process of policy defining. Through that, the chance of success of the certain policy is higher, since all the institutions will regard it as “their own”.

5.3 Croatia – engagement of the Government and its bodies

The interest in the nature and environment has been a tradition in Croatia – national parks have been established as early as 1920s, organisations in relation to natural sciences existed from 1911. Just before the Stockholm Conference in 1972, the Parliament of the Republic of Croatia (then being a part of Yugoslavia)
enacted the Resolution on Environmental protection (Regional Environmental Centre for Central and Eastern Europe, 1995, p. 39). Therefore, environmental issues were a part of Croatian policy making from the early days. In 1992 the Declaration on Environmental Protection and then in 1994, the Law on Environmental Protection were adopted by the Parliament, establishing the goals and basic principles of environmental protection (Regional Environmental Centre for Central and Eastern Europe, 1995, p. 35). Today, about 7% of the country’s area is protected. On total area of only 56,610 km² there are 7 national parks and 5 nature parks (Republika Hrvatska, 1998). It was as early as in 1928 when the first national park was proclaimed. One might conclude that the interest and awareness of the value of those areas is definitely recognised.

Today, the situation seem to be somewhat different since it has been stated that Croatia is the one of the Central and Eastern European countries where the government is giving the least attention to environmental protection issues (REC, 1997, p. 32). In the period from 1990 to 1995, the environmental protection was not a political priority (REC, 1995), and that status has not changed that much over the years. A certain improvement was made as far as information availability, water treatment and protection of sea and surface waters. Areas such as waste management or air pollution are acute but not referred to yet (REC, 1997, p. 32). During the last ten years, the environmental issues have been included to some extent into various strategies, such as the one for water or agriculture (REC, 1997, p. 33). Every investment for the environment came from the state budget (REC, 1997, p. 32) therefore has been was extremely limited in the choice of the area or the amount of the investment.

The Ministry for Environmental Protection and Zoning was established in February this year. During the last ten year, the environmental sector has been either under the authority of other ministries or the State Directorate for Environment, with no executive power to make changes. The greatest change happened in 1994, when environmental protection, nature protection, water management and geodesy were taken from the Ministry of Spatial Planning and Housing and put into separate State Directorates (Regional Environmental Centre for Central and Eastern Europe, 1995, p. 38). Through this, the whole process of policy making was partial and lacked holistic approach to environmental problems. The State Directorates do not have the same authority as ministries therefore it was hard to co-ordinate activities with other government bodies (REC, 1997, p. 33). Concerning the possible level of engagement by the state administration bodies, the environmental sector has been quite progressive in the recent years.
Figure 5. The structure of bodies in the Government of the Republic of Croatia, emphasising those involved in the environmental issue.

The Croatian National Environmental Action Plan has been a controversial for a long period of time. It started through the Environmental Strategy for Croatia, which was used as a base and it was made by a group of experts composed of state officials, scientists and representatives from other institutions and NGOs (REC, 1995, p. 41). During the last decade of past political governance, it has been completed, yet only now it is rewritten due to the "inappropriate treatment" of environmental problems and based on the fact that the priorities previously set have been modified.

In its political relations with the EU, Croatia has a status different from other candidate countries. Croatia has signed the Stabilisation and Association Agreement, being eligible for CARDS programme and having a special status in relation to the EU accession process. In the environmental issues, the requirements set by the EC that have to be fulfilled according to the SAA are to a great extent compatible with the requirements set for the official candidate countries. They mostly include water, waste and air issues. It is essential for Croatia to follow and implement standards imposed by the EU, overcome the lack of institutional and human resource support in this sense and support legislation that is related to the sustainable development. The clear division of responsibilities when it comes to environmental decision making is regarded as crucial.

There is the set of administrative bodies that are engaged in the environmental issues. Not only that it was the State Directorate for the Nature and Environment Protection, but other State Directorates and specialised agencies such as the one for hazardous waste management or waste management (REC, 1995, p. 38). Today, the Ministry of Environmental Protection and Zoning is the one responsible for environmental issues, while other ministries have officials or departments responsible for the environmental issues in relation to the field of their work. Croatia is divided into counties and each of them has the department for physical planning, housing, civil engineering and environmental protection. Each department has an individual responsible for environmental protection as well as one with the mandate of the environmental inspector (REC, 1995, p. 38, Republika Hrvatska, 1998, p. 37). This would be a good base for the possible future policy making and implementation on the local level.
Even as early as 1995, the need for further education of the professionals was recognised as the essential prerequisite for the future (REC, 1995, p. 38). In the independent research in 1997 (REC, 1997, p. 33), it has been pointed out that the activities of the State Directorate for the Environment are constrained by the low budget and support from other state institutions.

The public participation in the issue of environmental protection started only in the late 1990s (REC, 1995, p. 39). The number of NGOs reached its peak in 1994 and 1995, when it started to decrease to the present day. This was most probably due to the growing economic problems, which put aside issues such as environmental protection. According to data from 1998, there is around 150 to 200 non-governmental institutions (Republika Hrvatska, 1998), with a strong interest in the environmental issues.

The most important positive driving forces for the improvement of the environment in Croatia would be joining the European Union. Croatia needs to adopt the regulations and standards of the EU. If that is not achieved it will not be competitive on the market (REC, 1994, p. 25) and this is the strong 'push' for the improvement of environmental standards.

5.4 Transport and Environment in Croatia

It should not be disregarded that Croatia has been affected by war. Therefore certain priorities are set based on the consequences of the war, especially economic situation and war damages to mainly transport and industrial infrastructure. Consequently, present infrastructure development is mainly concentrated on rapid reconstruction and additional construction of transport links, mostly roads.

5.4.1 The transport sector in Croatia

Croatia's specific geographical attributes have shaped its social and economic characteristics. The eastern inland part of the country is mostly plains, which are suitable for road and rail structure development. On the coast, the most important type of transport is by the sea. Coast and inland are separated by the relatively high mountain chain, which, in combination to the increased tourism rates in recent years, induced the importance of the air transport. These geographical attributes, along with political ones, have resulted in the lack of suitable and efficient transport infrastructure in Croatia, which proves to be an important obstacle for the sustainable transport sector development. Croatia therefore needs to develop a complex system of transport routes based on its position, indented coastline and islands as well as Danube river basin area (Sluzbeni list Republike Hrvatske, 1999, p. 4753). It must use the opportunity to carefully plan the development of its present transport infrastructure, leading to more sustainable solutions.

To consider the type and the amount of the transport in Croatia, one must not ignore the social, political and economic aspect. Politically, based on the developments in the last years, transport routes from the inland to the coast are mostly limited by borders of Bosnia and Herzegovina, which was not the case in the past. The existent road and rail structure in Croatia became crucial to maintain the physical connection between parts of Croatia. Economically, Croatia relies on the transport routes, and in addition, tourism has modified the extent to which transport is used, increasing the number of passengers and goods transport.

The current trend in transport sector is to proceed with all the necessary prerequisites to include Croatia in the European network of major routes. In order to become a part of the international market, the idea is to support the development of transport infrastructure and promote transport in general. It would be achieved by the financial support and investment from international institutions. The environment is only referred to through the promotion of the combined transport, which is considered a necessary prerequisite to be a part of the European transport network (Sluzbeni list Republike Hrvatske, 1999, p. 4751). The international trends...
and requirements mainly guide the planning and implementation of the appropriate tools. It certainly induces the future development of transport in the right direction.

5.4.2 The undergoing activities

5.4.2.1 State of the Environment 1999 and National Environmental Action Plan

During this year, the National Environmental Action Plan has been rewritten and adjusted to the present situation in Croatia. According to the text of the State of the Environment in 1999 (Republika Hrvatska, 1998), the economic policy measures might support the development of environmentally friendly transport. As one of the strategic goals for the development of the transport is the compliance with the highest environmental and spatial protection criteria in construction and reconstruction of the transport infrastructure. The explanation of that is even more vague: ‘reducing environmental and health impacts of transport by promoting measures for achieving transportation patterns compatible with sustainable development’. It does not define any targets or specific actions to be undertaken: the definition of what has to be done is in place, yet the possible or probable action is not explained or given.

In the State of the Environment, the emphasis is on the regulatory and inspection measures (Republic of Croatia, 1998), where control standards on exhaust gases or transport of hazardous substances being successfully implemented. The future development of the transport sector is guided by certain objectives:

- combined rail and road transport
- improvement of inland waterways and ports infrastructure
- introduction of environmentally sounder motor road vehicles
- modernisation of sea harbours equipment
- extension and modernisation of railway network
- construction of additional infrastructure of inland waterways and
- improvement of the quality of the ship fleet in Croatia in accordance with the requirements for sea protection.

It can be argued that there is no holistic approach to the problem, but individual interventions that might slightly improve the present situation. Plans do not encompass the actions that should be undertaken to achieve some of the objectives. Combined rail and road transport is not possible without the feasible and safe rail system. On the other hand, the time constraints are not taken into account, since for some of the objectives it might take decades until they are fulfilled. From the objectives suggested, it could be concluded that the main emphasis is to revitalise the sea transport, which has been neglected in recent years due to various factors. It has been mentioned that the environmentally sounder motor road vehicles have been put as an example of achieving more sustainable transport sector. Since there was no emphasis that the behaviour in using motor vehicles has to be changed, it is to conclude that the whole system and trend of transport growth has been taken for granted, as if it can not be omitted or decreased through other actions.

5.4.2.2 Transport Development Strategy of the Republic of Croatia

The aims of transport sector development are not necessary in accordance with the environmental requirements. According to the Strategy, the planning and construction phases need to be appropriate while the exploitation of resources has to be limited (Službeni list Republike Hrvatske, 1999, p. 4756). It emphasises the need to promote public transport usage as well as to consider population distribution and, consequently, economic distribution. Strategy stresses that the Republic of Croatia has the interest of protecting the environment, that is open to new technological achievements, that is interested in following the European trends when it comes to environmental protection (Službeni list Republike Hrvatske, 1999, p.
It has also been realised that the rail transport has the least impact on the state of the environment, while the limitation of the road transport is essential to stop the pollution. It is to be regarded as positive that all the necessary areas and points are stressed, and yet, there is no clear distinction of functions or steps to be taken in order to achieve stated.

One of the aims of the general future development is the ‘improvement of living environment and protection of the ecological balance’ (Službeni list Republike Hrvatske, 1999, p. 4753). At the same time, Croatia, through its Transport Development Strategy, favours the transit transport through the Croatian territory. The sea transport is regarded as the most suitable in this sense. It could be argued the sea transport would require road or rail transport due to the Croatian geographic position, in order to reach Croatian inland part and other countries.

According to the Strategy, the road transport should be developed further in order to make a network to every part of Croatia. The rail structure has to be improved and additional attention has to be given to the urban and local transport – increase commodity, decrease the time and increase frequency (Službeni list Republike Hrvatske, 1999, p. 4815). In the whole document, the problem of space to be taken has been disregarded, as well as environmental impacts from the road transport, if it further develops, which is not a sustainable approach to the transport sector. The forecast is that transport sector will grow to the year 2010. The Table 1 shows the transport types and probable increase rate.

<table>
<thead>
<tr>
<th>TYPE OF TRANSPORT</th>
<th>GROWTH RATE</th>
</tr>
</thead>
<tbody>
<tr>
<td>Road transport – inland parts of Croatia</td>
<td>50% to 70% (minimum and maximum rate)</td>
</tr>
<tr>
<td>Road transport – coastal-inland parts of Croatia</td>
<td>40% to 60% (minimum and maximum rate)</td>
</tr>
<tr>
<td>Rail transport – passenger</td>
<td>65%</td>
</tr>
<tr>
<td>Rail transport – goods</td>
<td>37%</td>
</tr>
<tr>
<td>Maritime transport – passenger</td>
<td>313%</td>
</tr>
<tr>
<td>Maritime transport – goods</td>
<td>60%</td>
</tr>
<tr>
<td>River transport</td>
<td>40%</td>
</tr>
<tr>
<td>Air transport</td>
<td>20%</td>
</tr>
</tbody>
</table>

*Table 1. Forecast of the transport increase by mode to 2010 based on 1996. Source: Službeni list Republike Hrvatske, 1999.*

The Strategy emphasises the important role of the state when it comes to combined use of transport, which would result in an important ‘social values’, especially in the quality of environment. It would include:

- tax free purchase of the equipment necessary for combined transport
- policy for truck/lorry transport of goods (price, number)
- suitable credit lines for the combined transport equipment and
- investment into combined transport (Službeni list Republike Hrvatske, 1999, p. 4805).

The time factor, when it comes to implementation of required steps, has been disregarded, although it presents major obstacle in a short-term phase of transport development. It is not to expect that improvements will take place rapidly, especially ones that require active involvement by governmental institutions.

The current political developments in Croatia have confirmed that it is clearly dedicated to the aim of becoming the EU member. To successfully follow the standards set by the EU, Croatia has to put additional efforts in the future. Presently, Croatia has a specific treatment by the EU, based on the past political
developments. The present EU technical assistance is mainly used for institutional building, therefore, it might result in the favourable shift when it comes to environmental policy making. In this sense, it is important to have a separate strategy for integrating environment into transport sector, which could be a combination of the two present documents with a clear distinction of responsibilities and actions required in future. That document would be based on the requirements that are set by the EU and on the experience from the countries that are already involved in the process of integrating environment into transport sector.

As it is the case in other CEECs, implementation of policies as well as legislation framework improvement is insufficient in Croatia and has to be dealt with in the future. In order to improve the efficiency of the state administration work on integrating environment into transport sector, education and sharing experience is a basic prerequisite. The improved co-operation would be on both national and international level and would engage state administration bodies that are dealing with the transport and environment issues. Consequently, all these actions will require time and dedicated engagement of parties, which might present an obstacle in achieving sustainable transport development in a shorter period of time.

6 Conclusions and Recommendations

The EU policy making has been recognised as the unique one since it comprises of both supranational and intergovernmental character, through which appropriate policy making could be supported and enforced. The character of the EU presents both advantages and disadvantages in integrating environment aspects into sectoral policies, currently seen as the prerequisite for achieving sustainable transport. Transport sector is regarded as an acute sector to be dealt with – the increase in transport share presents a serious threat to environment in the future. However, if appropriate policies are applied, it could be modified. In this sense, further development of Environmental Action Plans is crucial as it serves as the base of the policy making process in the EU. Through the 5EAP the importance of the transport sector has been emphasised and it has resulted in a number of initiatives and relevant documents. Those documents are specific in their character based on the active participation of all the relevant actors in its creation. The most important advantage of the 6EAP is that it is legally binding, therefore it is to expect more favourable results and greater success than it was a case before. It could be concluded that the integration of environmental aspects into transport sector has been far more successful than the integration into other priority sectors of the EU.

Certain member states have an important role in relation to policy making process through their experience on the national level. The most successful national policies should be adjusted and then transferred to the EU level and put on the agenda. They must as well be shared with other countries in Europe, in order to achieve international sustainable transport network. In this sense, the presidency mandate is of importance when it comes to promotion of the integration problem on the EU level. The relation between the European Environment Agency or European Commission and Member state institutions is a prerequisite for the future policy making. Inside the EEA there has to be an improved co-operation and understanding of necessary actions to be fulfilled, while in the EC co-ordination and co-operation between the DGs is a base for successful policy making.

Any programme, such as EuroEST, is clearly a step forward to the more sustainable policy making process. It is clear that this programme has not achieved remarkable results, while it presents quite successful attempt in reaching the aim of sustainable transport. The Programme in Sweden has its advantages and disadvantages. While it managed to create a network of involved individuals among Swedish transport Administrations, it failed to achieve a successful co-operation on the international level. Further analysis should consider if there are other actors that should be included in the policy making process regarding the issue of integration. It has been concluded that the political support and dedication is crucial in this sense and most probably to be achieved through suitable education and information strategies.
Central and Eastern European countries have a unique possibility to successfully improve the state of the environment. Current problems, such as the transfer to democratic society and rapid economic growth do not consider environmental issues thoroughly. The current attitudes that the protection of environment is an obstacle to the successful economic development have to be modified. Development of transport sector should be considered in relation to the environmental considerations in order to prevent further environmental degradation. The CEECs have an opportunity to move forward in comparison to the member states, learning from their experience. The constant lack of knowledge and insufficient human resources capacity could be improved through the EU technical assistance and information exchange. The present lack of implementation of the present legislative framework could be overcome if those countries continue to strive for the EU membership and in this sense continue to follow necessary requirements.

Croatia has a specific geographical and political position when it comes to the EU. It promotes development of the transport sector, especially transit one and inclusion into the European Transport Network system. Its aspirations of becoming a member of the EU in the future have induced a number of activities in accordance with the EU requirements. The current trends in the transport sector development are only partially taking into the account the environmental issues. In the environmental plans and strategies, changes in the transport sector have been vaguely defined and without specific targets set. Based on the EU and member state experience, it might be concluded that the proper targets and objectives are a prerequisite for successful transfer to the more sustainable transport is not possible.

In all three cases – the EU, Sweden and Croatia – there is a pattern of problems that need to be tackled. They comprise of insufficient interest and dedication of parties involved, in the lack of political and public support when it comes to modifying current trends and inappropriate human resources and level of knowledge. Time and financial factors are crucial in this sense. It might be concluded that further dedication to the issue of integrating environment into transport sector, through dealing with the pattern of problems mentioned, has to be continued in future if the trend of unsustainable transport development is to be modified or, more importantly, inhibited.

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